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MINISTRY OF NATURAL RESOURCES

# The Spanish River

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# SPECIAL AREA PLAN



Ministry of  
Natural  
Resources



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# The Spanish River

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## SPECIAL AREA PLAN



Amendment No. 90-0010 Chapleau District

Amendment No. 90-0001 Espanola District

Amendment No. 90-0006 Gogama District

Amendment No. 90-003 Sudbury District



Ministry of  
Natural  
Resources  
Lyn McLeod  
Minister

April 1990



© 1990, Queen's Printer for Ontario

Printed in Ontario, Canada

ISBN 0-7729-2873-8

Additional copies of this publication  
are obtainable from:

Ministry of Natural Resources  
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Sudbury, Ontario  
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## FOREWORD

The Spanish River Special Area Plan has been prepared and adopted as an amendment to the District Land Use Guidelines in recognition of the value of the upper Spanish River for outdoor recreation and resource utilization in the planning period to the year 2000. This plan must be read in conjunction with the District Land Use Guidelines for the appropriate District in the Spanish River Special Area.

The upper Spanish River will be treated as a distinct management area, a Special Area, to establish a framework for cooperative multiple use.

The planning intent and direction for the Spanish River Special Area is more specific and detailed than any other land use areas identified in the District Land Use Guidelines.

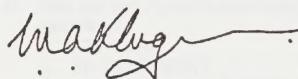
This approach was taken in recognition of the high level of public interest in the Special Area; the Provincial Parks Council study into

provincial park status for the waterway; and, the comprehensive planning process leading to the preparation of this Special Area Plan.

The management principles and strategies will be used to direct land use activity, to provide guidance for resource management programs, and to assess development proposals affecting the Special Area.

To realize the objectives for the Special Area efforts will be directed to:

- integrating land use activity within the Special Area;
- exercising control over development in the Special Area and monitoring development adjacent to the Special Area;
- working cooperatively with interest groups, local residents, and members of the public in general; and,
- liaising regularly with other government agencies.



Regional Director  
Northeastern Region



Regional Director  
Northern Region



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1. Provincial and Regional Setting of The Spanish River Special Area	Appendices
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# references

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- Northeastern Ontario Strategic Land Use Plan
- Chapleau District Land Use Guidelines
- Espanola District Land Use Guidelines
- Gogama District Land Use Guidelines
- Sudbury District Land Use Guidelines
- Recommendations of the Provincial Parks Council on Management of the Spanish River -March, 1984
- Minister of Natural Resources response to the Parks Council - June, 1984
- The Spanish River Special Area Plan - Terms of Reference - April, 1985
- The Spanish River Special Area Plan - Technical Report Series - 1985
  - i) Background Information - draft
  - ii) Public Consultation Program

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# amendment - district land use guidelines

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The approval of The Spanish River Special Area Plan as an amendment to the District Land Use Guidelines will effect consecutive amendments in the guidelines for the administrative districts of Chapleau, Espanola, Gogama, and Sudbury.

General policies and resource policies in Section B and C of each District Land Use Guideline will not be affected by the amendment. The amendment will complement what is contained in these sections.

A separate land use area entitled, "The Spanish River Special Area", will be created in Section D of each District Land Use Guideline.

The separate land use area will consist of the detailed guidelines contained in this plan.

This amendment consists of two sections:

- Section I - Specific Revisions to the District Land Use Guidelines  
Section I contains the wording and map changes required to physically revise the four affected District Land Use Guidelines. The changes have the effect of creating a separate land use area entitled "The Spanish River Special Area".

- Section II - The Spanish River Special Area  
Section II contains the land use and resource management guidelines for the specific land use area in each of the four District Land Use Guidelines. These guidelines are part of the physical revision in Section I.

Following this amendment are a number of appendices, including maps, containing supporting material and documentation relevant to the amendment. The appendices are not part of the amendment to the District Land Use Guidelines.

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# I. SPECIFIC REVISIONS TO THE DISTRICT LAND USE GUIDELINES

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## A. Amendment No. 90-0010 Chapleau District Land Use Guidelines

Page vii - contents - At the end of Section D, the following is added:

### 14. The Spanish River Special Area

Page 45 and page 46 - Land Use Area 8 - The Waterway Recreation Corridors, is amended as follows:

- Section a - Area Description, item (v), is deleted and replaced with the following:  
"(v) the Snake River in the District's southeastern corner. This river is a popular canoeing waterway which also contains tourist outpost camps."
- Section b - Land Use Intent, and page 46, the following sentence is deleted:  
"The Spanish River will be referred to the Provincial Parks Council as a study area."

Page 60 - After Land Use Area 13, a new Land Use Area 14 - "The Spanish River Special Area" is inserted. The guidelines for this land use area shall consist of Section II of this amendment.

Map 2 & Map 3 are amended by renumbering the Spanish River from Area 8 to Area 14.

## B. Amendment No. 90-0001 Espanola District Land Use Guidelines

Page vii - contents - Land Use Area 17 is revised as follows:

The Spanish River Special Area.

Page 18 - Energy Resources - The following wording is deleted: (Please see Section II, C, 8. for additional reference to the Spanish River.)

Page 32 - Provincial Parks - The last paragraph is deleted and replaced by:

"Consequently, the Ministry has created an area in the Land Use Guidelines that is site specific to the Spanish River and that safeguards both the recreational and energy potentials of this river. See area 17 on maps 2 and 3. The Spanish River

was referred to the Parks Council as a study area. The Council recommended that the Spanish River be treated as a distinct management area and not as a provincial park."

Page 70 - Land Use Area 17 - The Spanish River - the title for this land use area is deleted and replaced with "The Spanish River Special Area". - The guidelines for this section are deleted and replaced by Section II of this amendment.

## C. Amendment No. 90-0006 Gogama District Land Use Guidelines

Page vii - contents - Land Use Area 10 - is revised as follows:

The Spanish River Special Area.

Page 48 - Land Use Area 10 - The East Spanish River System - The title "The East Spanish River System", is deleted and replaced by "The Spanish River Special Area". The guidelines for this section are deleted and replaced by Section II of this amendment.

## D. Amendment No. 90-0003 Sudbury District Land Use Guidelines

Page vii - contents - Land Use Area 20 - is revised as follows:

The Spanish River Special Area.

Page 103 - Land Use Area 20 - Spanish River - The title for this land use area is deleted and replaced with "The Spanish River Special Area". The guidelines for this section are deleted and replaced by Section II of this amendment.

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## II. THE SPANISH RIVER SPECIAL AREA

# A. area description

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The Spanish River Special Area includes the East Branch, the West Branch and the main channel of the upper Spanish River. The East Branch starts in the north at the Eastsand River. The West Branch commences at the outlet from Biscotasi Lake in the northwest and joins the East Branch to form the main channel from The Forks, south to Agnew Lake.

The length of the river in the Special Area is 130 kilometres via the East Branch, or 120 kilometres via the West Branch.

The Special Area encompasses the bed of the river channel and a 200 metre wide strip of land on each bank, extending back from the river, including portages and existing buildings.

The corridor includes 6500 hectares of land and 2700 hectares of water to total a 9200 hectare planning area.

The Special Area is almost exclusively Crown land, which is largely undeveloped. Historically, the river has served as a transportation route for natives, early explorers, the fur trade and the timber industry.

The river valley later provided a convenient route for the Canadian Pacific Railway line, constructed in 1884.

Via Rail operates a local Budd car service to adjacent communities, for people travelling to summer camps, or for groups embarking on canoe trips. The rail line is also used by E.B. Eddy Forest Products Limited to transport timber to their Nairn mill.

In recent years, the river has become a popular recreational area, offering canoeing and backcountry travel on a challenging and scenic waterway.

The resident population of the various northern regions accessible to the Spanish River Special Area is approximately 235,000. This population originates from such areas as Sudbury, Timmins, Elliot Lake, Espanola, the Township of Spanish River, Chapleau, Gogama, and Ramsay/Sultant.

While the Spanish River Special Area has no permanent residents, it is estimated that less than 50 people reside temporarily on the river during the active season for hunting, trapping, and outdoor recreation.

Public access points at Duke Lake and The Elbow are used for Crown land camping. Unorganized campsites, accessible only by water, are also scattered along the river banks.

Tourism development, related to fishing, hunting and canoeing, has been in place on the river as long as the railway. Recreation, in a remote setting has always been a marketing attraction.

Fly-in operators also service the area out of locations such as Sudbury and Agnew Lake. They provide quick and convenient access for canoeists and a ferry service for guests of the tourist outfitters, operating in the area. Suitable places for landing aircraft within the Special Area are limited by the physical terrain. This results in use of adjacent lakes, Biscotasi and Pogamasing, where there is adequate take-off and landing room.

The Special Area lies within the area licensed for timber management, since 1969, to E.B. Eddy Forest Products Limited.

Water flows on the Spanish River have been regulated prior to the turn of the century. Storage dams and other works were built to assist log drives downriver. Later, the power potential of the Spanish was tapped to supply energy for the mining and pulp and paper industries. Today, a significant energy potential remains.

Operations to manage water flow through the Special Area are overseen by MNR and performed by two private companies, INCO Ltd. and E.B. Eddy Forest Products Limited. INCO operates hydroelectric power plants at Highfalls, Big Eddy, and Nairn Centre. E.B. Eddy has a power plant at Espanola.

Water flows are also managed to meet the operation and pollution abatement needs of E.B. Eddy Forest Products Limited at their Espanola mill, especially in periods of natural low flows.

Mineral exploration has increased in recent years, especially in Craig Township. A portion of a mining lease is in Tofflemire Township near The Elbow. A surface rights withdrawal order, made under The Mining Act, is in force affecting land in the Special Area from just north of the Moncrieff Creek inlet in Craig Township, to the southern limit in Dunlop Township.

Significant mineral aggregate deposits are found throughout the Special Area. They represent a potential future supply source.

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## B. land use intent

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Protection of the Spanish River Special Area as an environmental system, and the interests of resource users will be a primary concern. Promotion of integrated resource management, will ensure that permitted resource extraction operations are carried out in an environmentally sound manner, while protecting other resource values.

The future potential of the Spanish River as a source of renewable energy was recognized by the Ministry in response to the Provincial Parks Council recommendations for the Special Area. While this will not constrain recreational and permitted resource extraction activity in the river corridor, land disposition may be restricted.

Resource management plans, work plans, and project proposals are to comply with the intent of the District Land Use Guidelines. On occasion, this may result in the need to change specific statements in the Guidelines, by further amendment.

Where specific proposals presented for consideration involve changes such as, new objectives, or adjustments to permitted uses, management principles or strategies, then the District Land Use Guideline amendment process must be followed.

# C. land use activity - The Spanish River Special Area

Activity	Acceptable Yes      No	Guidelines
ACCESS ROADS	X	Existing roads are permitted. No new access roads, upgrading or expansion of existing, except as shown on Figures 1 and 2. Justification for these roads must come from resource management plans.
AGRICULTURE	X	No suitable Canada Land Inventory Class 2, 3 or 4 lands have been identified for agricultural production.
BAIT FISHING	X	
COMMERCIAL FISHING	X	
COTTAGING	X	Existing, authorized use to continue. No new Crown cottage development.
CROWN LAND RECREATION	X	The Spanish River is a popular canoe route. Backcountry travel will be encouraged.
ENERGY DEVELOPMENT	X	New hydroelectric dams are not permitted in this planning period. When the need can be satisfactorily demonstrated, the Ministry may review the situation by the process for amending the District Land Use Guidelines.
EXISTING AUTHORIZED USES	X	Subject to terms and conditions of land tenure document.
EXPANSIONS AND RELOCATIONS OF AUTHORIZED USES	X	Must be assessed and reviewed by process for amending District Land Use Guidelines.
FORESTRY	X	Timber management in the Special Area will be deferred until the approval of the <u>Class Environmental Assessment for Timber Management</u> , and no timber management will occur before March 31, 1995.
HUNTING	X	
CROWN LAND DISPOSITION	X	Permitted only if compatible with land use and resource management guidelines for the Special Area. Natural science inventory required prior to any land and resource disposition. Must be assessed and reviewed by process for amending District Land Use Guidelines.
MINERAL AGGREGATE EXTRACTION	X	Resource potential to be protected from incompatible land use.

Activity	Acceptable		Guidelines
	Yes	No	
MINING	X		Exploration activities will be permitted in the Special Area to the extent that they do not compromise the river's natural environment, remote tourism, back-country opportunities, and the outdoor recreation experience. Mineral exploration of a potentially disruptive nature will be controlled through a work permit. Development and operations on the surface will not be permitted.
PROVINCIAL PARKS	X		The Provincial Parks Council, after review, recommended a Special Area designation instead of Provincial Park status.
RIVER CROSSINGS	X		Only two bridge crossings of the Spanish River may be permitted: one on the East Branch; and, one on the West Branch. East Branch bridge to be temporary, with a short life span, and normally used for transporting work force and equipment. Timber management plan will determine confirmation of the need and timing of construction of the bridges, user controls and restrictions.
RURAL RESIDENTIAL	X		
SPORTFISHING	X		
TOURISM	X		Existing use is permitted, as well as activities not requiring on-site physical development. On-site permanent physical development associated with new commercial tourism ventures, expansion and relocation of existing operations are not permitted. Must be assessed and reviewed by process for amending District Land Use Guidelines.
TRAPPING	X		
WILD RICE HARVESTING	X		No resource capability in Special Area.
WILDLIFE VIEWING	X		To be encouraged as part of Crown Land recreation activity.

# D: land use and resource management guidelines

## 1. GENERAL

These land use and resource management guidelines will guide the administration of Ministry programs, which affect the Special Area. The guidelines apply solely to the Spanish River Special Area in the Districts of Chapleau, Espanola, Gogama, and Sudbury.

In the event of conflict between overall policy direction in the District Land Use Guidelines and the specific direction for the Spanish River Special Area land use area, the latter shall apply.

Management principles direct how land use activities are to be managed to achieve program objectives.

Strategies identify specific tasks to be carried out, or procedures to be followed, for resource management programs that influence or impact upon land use in the Special Area.

Only development, which addresses the land use intent and is compatible with the mix of low intensity activities identified in these guidelines, will be encouraged. New development will, otherwise, be directed to establish outside the Special Area corridor.

Generally, any proposal, which could impact on the overall intent and principles embodied herein, will constitute consideration as an amendment to the District Land Use Guidelines.

Where specific proposals presented for consideration involve changes such as, new objectives, or adjustments to permitted uses, management principles or strategies, then the District Land Use Guideline amendment process must also be followed.

## 2. ENVIRONMENT

The Special Area environment is:

- unique as an association of economic, social, cultural, and natural features;
- significant because social and economic benefits are derived from its resources; and,
- sensitive to development due to physical terrain conditions and the need to protect unique features and habitat.

### a. Objective

The Special Area will be treated as a system, functioning to provide long term resource benefits, to sustain the

existing environment and to protect it from negative impacts.

#### b. Management Principles

- The Ministry of Natural Resources is committed to sustaining the existing environmental balance and to improving overall environmental quality within the Special Area.
- Integrated resource management in and adjacent to the Special Area will optimize long term benefits and minimize user conflicts.

#### c. Strategies

- Any use of land within the Special Area must maintain or enhance the present environmental balance.
- The ministry will seek a cooperative venture with educational institutions, the private sector and other agencies to complete a natural science inventory of the entire Special Area. The target is to complete the inventory during the lifespan of the plan, subject to availability of funds and Regional priorities.

The inventory will be used to assess the acceptability of proposals for activities permitted in the plan, e.g. mineral exploration, forestry operations, the disposition of Crown land, etc.

Until the inventory is completed, activity proposals in sections of the Special Area that have not been inventoried will require a specific inventory of the proposed site by the proponent prior to approval.

A steering committee will be established to guide the inventory. Individuals with an interest in the natural science values and resource management of the Spanish River will be represented on the committee. The committee will be responsible for:

- establishing the terms of reference, including study criteria, methodology and features to be inventoried;
- investigating cooperative opportunities to fund the inventory through a variety of public and private sources;
- evaluating inventory findings; and,
- making recommendations for the protection of the significant features identified

Users of the Special Area will be asked to assist with the inventory through such means as documenting their individual natural science findings and reporting them to the Ministry.

- The Ministry of Natural Resources will work with other ministries and agencies to identify historical and cultural features in need of protection or restoration, and the opportunities available to promote these resources as tourism benefits.

### **3. LOCAL AND TRADITIONAL USERS**

#### **a. Objective**

In managing the Special Area, traditional resource users and local users are recognized as the primary client group.

#### **b. Management Principles**

- Resource management planning processes will recognize the interests of local people and traditional resource users in the Special Area.
- Public involvement programs will consider the interests of this group as a focus.
- Local and traditional users will be encouraged to take an active role in the implementation of the District Land Use Guidelines in the Special Area.

#### **c. Strategies**

- Communication between user group representatives, local spokespersons, and the Ministry of Natural Resources will be encouraged to promote cooperative involvement with resource management programs affecting the Special Area.
- A communication strategy will be prepared to maintain contact with groups and individuals who have a continuing interest or direct influence on land use and resourcemanagement within the Special Area.
- As the need arises, a Public Advisory Committee will be formed by the Ministry as part of the public involvement programs for matters affecting the Special Area. See Part II, D, 8. Representation on the Committee will be invited from the following interest groups: Northern Ontario Tourist Outfitters; Ontario Trappers Association; E.B.Eddy Forest Products Ltd; INCO Ltd; Canoe Ontario; Federation of Ontario Naturalists; and, the Ontario Federation of Anglers and Hunters. The Committee will make recommendations to the Ministry of Natural Resources having regard for the planning intent, land use, and resource management guidelines established for the Spanish River Special Area.

### **4. LAND MANAGEMENT**

Within the Special Area, Crown land has been disposed for commercial tourist outpost camps, and individual hunt camps. These uses co-exist with other activities in the Special Area.

#### **a. Objective**

Land in the Special Area will be managed to avoid disruption of traditional and existing uses and to protect the potential for future resource availability.

#### **b. Management Principles**

In recognition of local and traditional users as the

primary client group in an area of unique environmental features, disposition of Crown land and resources in the Special Area will be restricted.

#### **c. Strategies**

- Existing authorized uses on Crown land will be permitted to continue subject to the terms and conditions of the disposition.
- Any application for the disposition of land or resources in the Special Area is not to proceed until such time as a natural science inventory can be carried out for the area or resources in question. See Part II, D, 2, c.
- Proposed development in the Special Area and on adjacent lands, which may impact on the Special Area, will be subject to review and monitoring after approval.
- Communication will be maintained between the land management staff in the four Districts to ensure a consistent approach to land management in the Special Area.

### **5. WATER MANAGEMENT**

Water quantity in the Spanish River basin historically has been, and still is, managed for industrial purposes. More recently, the Spanish River has become popular for water-oriented recreational use.

In recognition of water's increasing resource value, and the need to satisfy other user requirements, emphasis will be placed on optimizing the benefits for recreational and industrial users.

As an aid to the recreational user, INCO Ltd. voluntarily provides water level information upon request.

#### **a. Objective**

The management of water in the Spanish River, for industrial use, will be permitted by the Ministry of Natural Resources through enabling legislation such as the Lakes and Rivers Improvement Act, the Beds of Navigable Waters Act, and the Public Lands Act.

#### **b. Management Principles**

The Spanish River water resource will be managed on a watershed basis to meet user requirements in recognition of:

- existing hydro-electric power generation;
- minimum flow rates and low flow augmentation;
- flood damage reduction;
- fisheries habitat protection;
- lake level regulation on upstream storage lakes for recreational users; and,
- flow regulation for recreational use.

The Ministry of Natural Resources will continue to coordinate the water management efforts of INCO Ltd. and E. B. Eddy Forest Products Ltd. within a cooperative management framework.

The Ministry will work cooperatively with the two companies and the Ministry of the Environment to achieve operational efficiency to a level required to satisfy primary user needs and to provide benefits for

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other users to the greatest extent possible.

**c. Strategies**

- The Ministry will coordinate the preparation of a Water Management Plan. INCO Ltd. is committed to prepare the plan in consultation with E. B. Eddy Forest Products Ltd. and the Ministry of the Environment.
- The purpose of the plan is to optimize water management in the reservoirs and waterways of the Spanish River basin.
- The plan will be prepared consistent with the management principles and strategies contained in the District Land Use Guidelines.
- Public involvement will be an integral part of the planning process.
- The Water Management Plan will:
  - address the water requirements for each user group;
  - provide management options for how operations can best be carried out;
  - evaluate the costs and benefits of alternate courses of action; and,
  - provide management direction for normal water flows, and for extreme events of drought and flood conditions.

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## 6. ACCESS ROADS

The level of access to the Spanish River is viewed as the key to successful resource management within the Special Area. Access to the Special Area is essential for all land use; however, the degree and type of access that is desirable varies considerably.

The intrusion of numerous roads into the Special Area is considered inappropriate because:

- the river is relatively undeveloped;
- uncontrolled access, regardless of the purpose for the road, will impact on the quality of remote tourism and backcountry recreational opportunities; and,
- increased management effort must be expended in the areas of enforcement patrols, access control, and road maintenance.

It should be understood that a degree of access will be required in the general vicinity of the Special Area if allocated stands of timber are to be harvested.

It is also probable that proposals will be made to upgrade existing roads or trails to access existing development in or adjacent to the Special Area.

Ongoing attention must be paid to the question of access to deal with these eventualities.

**a. Objective**

The existing pattern and level of authorized access to the Special Area will be allowed to continue.

**b. Management Principles**

- Existing authorized access roads will be retained and eventually allowed to deteriorate naturally. There will be no obligation by the Ministry of Natural Resources to maintain these roads indefinitely.

- If problems with existing access arise, such as environmental deterioration or user conflicts, remedial action will be taken to the extent that it does not compromise the quality of the river environment, remote tourism, backcountry opportunities, and the outdoor recreational experience.
- Upgrading of existing roads and trails, which would result in a change to the road standard and function, and new roads for vehicular access, will be prohibited in the Special Area unless the proposal is approved in an existing resource management plan.
- Land use adjacent to the Special Area corridor should not encourage activities, which may inadvertently create new access to the Spanish River.

**c. Strategies**

- Proposals for new roads, and the upgrading of existing roads or trails, will be assessed by the planning procedure for amending District Land Use Guidelines. The rationale for proposed amendments might evolve from such processes as timber management planning for forest access roads, which includes opportunities for public involvement.
- Remedial action measures to address problems with existing roads in the Special Area will be reflected in the use management strategies for the roads where appropriate.
- District use management strategies for resource access roads adjacent to the Special Area will complement the land use intent for the Special Area.
- Continuation of existing access will be subject to user need, as it can be accommodated to the extent that it does not compromise the quality of the river environment, remote tourism, backcountry opportunities, and the outdoor recreational experience.

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## 7. RIVER CROSSINGS

After detailed review by the Provincial Parks Council, a proposal by E. B. Eddy Forest Products Ltd. for two bridge crossings on the Spanish River was recommended to the Ministry.

The principle of two future bridge crossings of the Spanish River was accepted by the Ministry in response to the Parks Council. MNR used the public forum to determine where the bridge crossings were to be located, the type of structure to be built, and how impacts on other users should be addressed.

Bridge crossings may be permitted on the Spanish River, only at the two locations identified on Figure 1 and Figure 2, respectively. No additional crossings will be permitted on the Spanish River.

The Ministry of Natural Resources will be committed to restrict public vehicular access to the Special Area via the proposed access roads to the two bridge crossings in the six months, May to October, during the existence of said bridges. The objective of the restrictions is to protect existing tourist outpost operations who rely on the remoteness and limited access to the area. As well, the objective is to prevent the establishment of additional

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access points along the river that could impact on enjoyment of the area by recreational and backcountry users.

The planning for the two bridge crossings will occur as part of the timber management planning process. This process, which includes public involvement, will address in greater management and operational detail, such factors as confirmation of the need and timing of construction for the two crossings, site design and construction detail, public access and user controls, maintenance and lifespan of the structure.

**a. West Branch River Crossing**

- A bridge across the West Branch may be permitted for timber management, including the construction of a road right-of-way through the Special Area as outlined in Figure 2, to provide primary access to stands of timber allocated in Breadner, Cavana, and Chalet Townships.
- The crossing will be used:
  - to permit the harvesting of mature to over-mature wood, which will make a significant contribution to wood supply requirements;
  - to haul out timber to a new siding on the Canadian Pacific Railway mainline; and,
  - to carry out silvicultural and regeneration work on cutover stands of timber.
- During the months of June, July, and August while timber harvesting will continue, E. B. Eddy Forest Products Ltd. is committed to prohibiting timber hauling over the bridge.
- The crossing will be situated just upstream from the Elspie Creek inlet in Cavana Township. The site is a natural narrows, thus minimizing visual intrusion for recreationists.

**b. East Branch River Crossing**

The nature of the timber allocation in the Upper Spanish Forest requires that an accelerated cut of mature and over-mature wood be carried out in order to meet the objective of sustained yield management.

In order to achieve this objective, timber operations will require personnel and equipment based in Cartier, Ontario.

- A bridge across the East Branch may be permitted for timber management, including the construction of a road right-of-way through the Special Area as outlined in Figure 1, to provide employees daily access to the work site and to get equipment into the area.
- The crossing may be used to accommodate heavy equipment and crew transportation vehicles.
- The crossing site will be located midway along the narrows between Second and Third Lake.
- The East Branch crossing will be a temporary bridge with a short life span. The structure will be removed after cutting is complete, preferably after six years.
- Under normal circumstances, the East Branch crossing will not be used to haul timber. There may be extenuating or exceptional circumstances when there is a need to haul timber across the East Branch bridge. E.B. Eddy Forest Products Limited will provide a description of the extenuating circumstances for inclusion in the timber

management plan. The Regional Director, Northern Region, may approve the extenuating or exceptional circumstances.

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## 8. TIMBER MANAGEMENT

Timber management in the Special Area will be deferred until the approval of the Class Environmental Assessment for Timber Management, and no timber management will occur before March 31, 1995.

At that time, the Spanish River Special Area Advisory Committee will be reconvened to review logging in the context of the terms and conditions of the approval for the Timber Class E.A. under the Environmental Assessment Act.

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## 9. ENERGY RESOURCES

While there are no power generation dams in the Special Area, the Spanish River basin has had a long standing role in hydroelectric energy production.

The capability to supply relatively inexpensive power has provided, and will continue to provide, direct benefits to two major industrial users and indirect benefits to the people of Ontario through improved competitiveness and contribution to the energy security of the Province.

The feasibility of developing additional dams for hydroelectric energy production on the Spanish River was investigated by INCO Limited. Two potential dam sites were identified in the Special Area; however, unfavorable economic circumstances caused development plans to be suspended indefinitely. Nevertheless, the energy production potential of the Spanish River is considered to be significant. The Ministry, in response to the Provincial Parks Council, stated that dams for hydroelectric generation will not be permitted in the Special Area in the foreseeable future. The Ministry stated the situation would be reviewed when the need for hydroelectric generation can be satisfactorily demonstrated. This would be assessed through the process for amending the District Land Use Guidelines.

**a. Objective**

The resource potential for hydroelectric energy development will be protected to ensure its future availability.

Previous studies have identified an area of the Spanish River, from Spanish Lake downstream to Agnew Lake, as having significant energy potential.

**b. Management Principles**

- Existing authorized energy production facilities will be allowed to continue in recognition of the social and economic benefits derived from resource development.
- While it is anticipated that the development of any structure for hydroelectric generation on the Spanish River will not occur within the existing planning period, the Ministry of Natural Resources will

# EAST BRANCH BRIDGE CROSSING

Scale 1: 20 000

Contour Interval 10 metres

A scale bar showing distances of 0, 500, and 1000 meters. A north arrow is also present.

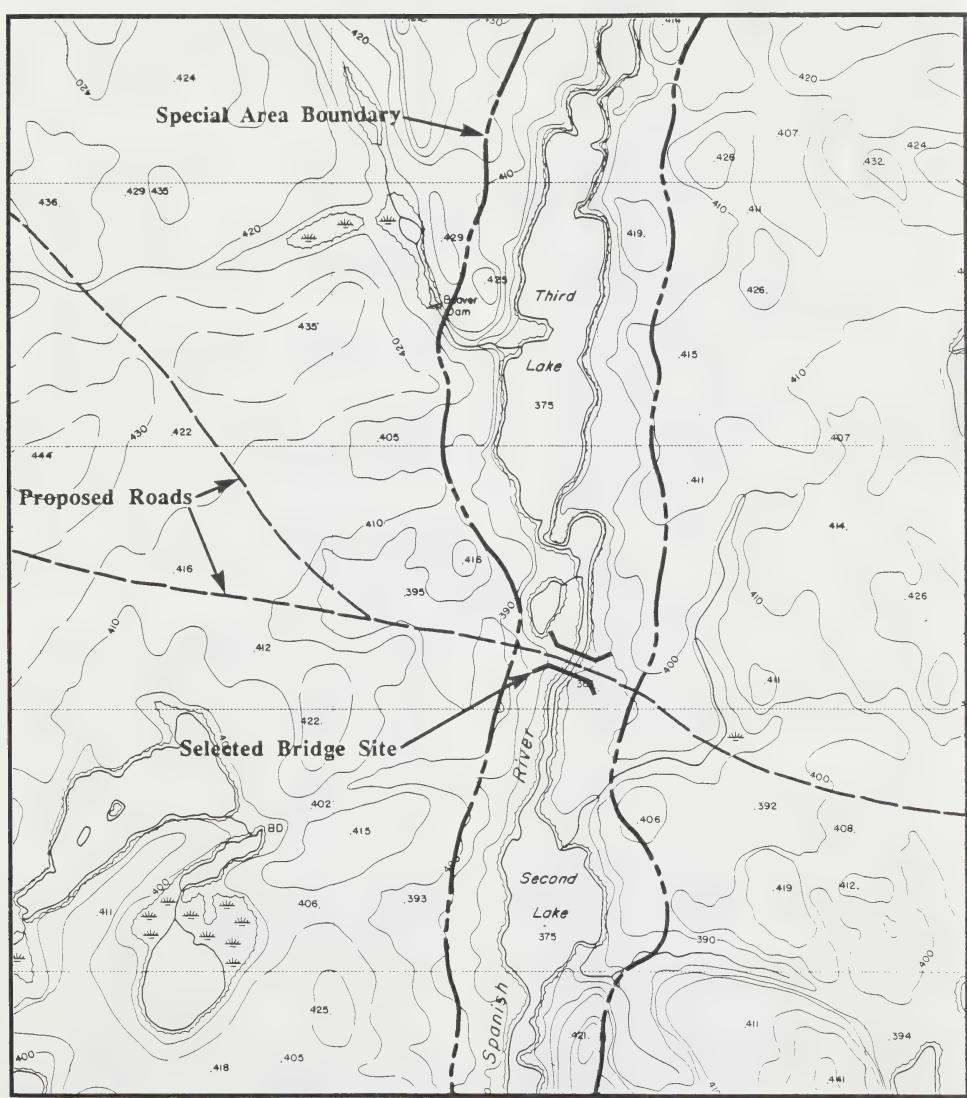
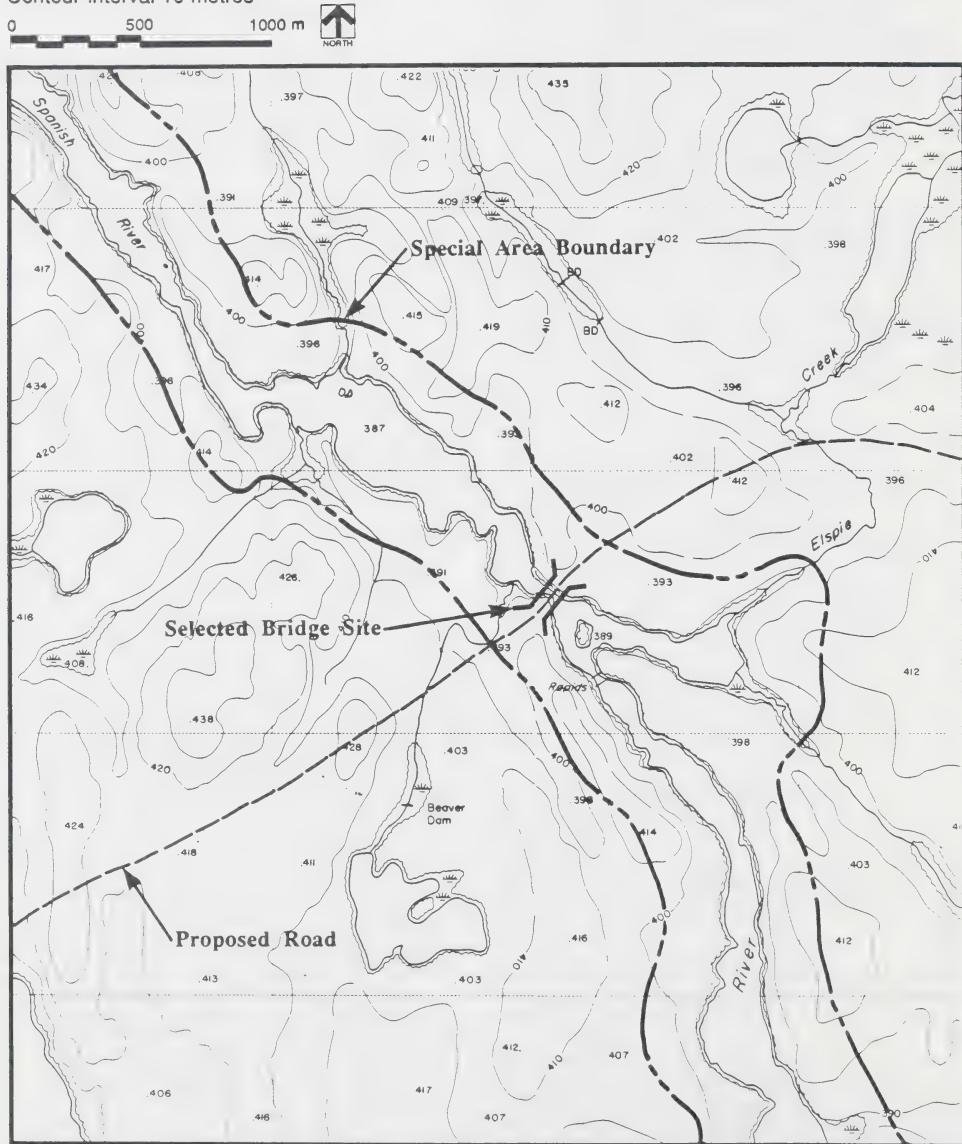


Figure 2

## WEST BRANCH CROSSING

Scale 1: 20 000

Contour Interval 10 metres



OBM Ref. 2017 4200 52200 / 2017 4300 52200

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contribute to the implementation of Ontario's energy security policy through effective land management within the Special Area.

**c. Strategies**

- The Ministry of Natural Resources will maintain regular contact with the present power producers, Ontario Hydro and the Ministry of Energy, to keep informed about intended actions, long range plans, and the status of development proposals.
- The Ministry will provide input to, and review of plans and development proposals, which identify the means for, and establish the need to protect existing structures and future energy production potential.
- The granting of approval for uses or activities, which would not preclude the potential for future energy production, will be permitted in the corridor from Spanish Lake downstream to Agnew Lake.

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## 10. CROWN LAND RECREATION

National and provincial trends indicate an increasing interest in canoeing, and related water based recreational activities, such as kayaking and white water rafting. For the purpose of implementing these guidelines, this is assumed to continue.

Existing available data suggests that sufficient capacity exists to provide for dispersed backcountry camping associated with recreational use of the Spanish River.

It is also assumed that during the planning period, use will not exceed the physical capability of the river; although, management efforts may have to be directed towards maintaining a quality experience.

There is some potential for competition for sites at the major access points at Duke Lake and The Elbow. Should this occur, use will be dispersed to adjacent water bodies and staggered to minimize crowding at the access points.

**a. Management Principles**

The Crown land recreation program will be managed to ensure that the Spanish River continues to provide a high quality, water based, recreational experience for canoeists, white water enthusiasts, and others. This will be achieved by:

- promoting more efficient and convenient access by existing rail or fly-in services;
- maintaining the access points at Duke Lake and The Elbow; and,
- allowing camping to continue at the two access points to the capacity of the sites.

In keeping with the low levels of development and the intensity of use, no new recreational facilities will be developed. Canoe route maintenance will be minimal, except when user safety is a prime consideration.

**b. Strategies**

- The condition of portages, campsites, and access points will be monitored periodically to prevent overcrowding, and to ensure that a quality recreational experience is not being marred by such

factors as careless use or poor site conditions.

- Information on travel routes, access points, modes of transport, equipment rental and outfitting services will be provided for recreational users.
- The Ministry will establish the necessary program framework:
  - to encourage voluntary research by the Special Area users;
  - to compile more detailed information on the level and type of use that is occurring;
  - to promote the "leave no trace" philosophy, and user vigilance in reporting problems to the Ministry; and,
  - to encourage cooperative projects to educate the user; identify and address use problems; and, to improve or protect the quality of the experience.

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## 11. FISHERIES MANAGEMENT

**a. Management Principles**

The primary focus of fisheries management will be on maintenance of the cold water and warm water fishery in the Special Area.

The Ministry will strive to ensure that:

- in consultation with the Ministry of the Environment, the environmental quality essential for the health of the Special Area's aquatic communities, is maintained;
- opportunities are maintained for diversified angling experiences;
- future angling demands for all species can be met within the limits of sustained yield management; and,
- habitat protection for warm and cold water fish communities is stressed in the review of resource management plans and development proposals affecting the Special Area.

**b. Strategies**

- Implementation of the District Fisheries Management Plans will ensure that:
  - fisheries habitat is protected;
  - wherever possible, degraded aquatic habitat is rehabilitated; and,
  - angling opportunities are provided for local and seasonal residents, guests of commercial tourist operators, campers and canoeists fishing on the river.

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## 12. MINERAL MANAGEMENT

**a. Management Principles**

For the purpose of this guideline, mining includes three phases of activity; exploration, development and operation.

Exploration is the activity of surveying, staking and prospecting for minerals. Development occurs generally after an ore body has been discovered and involves preparation on the surface and underground to bring the mine into operation. Activities include clearing of lands, shaft sinking, road construction, power line construction, mill construction, construction of head frames setting up

waste rock dumps and tailing pond establishment. Operation includes the actual operation of the mine including extraction of minerals.

Every effort will be made to minimize the impact of surface mining activity in the Special Area. Consideration will be given to the impact of proposed mining activity on other users and the natural environment.

Under the Mining Act, mineral exploration activities and development on leased lands cannot be prohibited within the Special Area.

#### b. Strategies

- Exploration activities will be permitted in the Special Area to the extent that they do not compromise the quality of the river's natural environment, remote tourism, back-country opportunities and the outdoor recreation experience. Mineral exploration activity in the Special Area will be controlled as follows:
  - a work permit under section 13A of the Public Lands Act will be required for exploration activity considered to be potentially disruptive to the land use intent of the Special Area. These activities include clearing, stripping, trenching, diamond drilling and bulk sampling, and establishment of base camps (where the camp is something more than a short-term tent camp, i.e. less than 30 days). They also include the movement of equipment, drilling rigs, etc., to and from a site not served by an existing road; to assess the extent of impact of proposed mineral exploration activities and to develop appropriate conditions for the work permit, four primary considerations will be examined:
    - i) confirmation that activities can take place without degradation of significant values identified through a natural science inventory;
    - ii) the activity is not generally visible from the river during recreation periods, i.e. May to September;
    - iii) the need for timing restrictions on activities to protect other users of the Special Area; and,
    - iv) the need for rehabilitation to protect other users and values in the Special Area;
  - a work permit is not required for activity considered to be non-disruptive in nature. These activities include staking of claims, laying out of grid lines (flagged and/or blazed, not detailed), geological mapping, geophysical surveys, geochemical surveys or limited placer sampling programs.
- Development and operations on the surface are considered to have detrimental impacts on the natural values to be protected in the Special Area and accordingly will not be permitted.
- Uses which are incompatible with mineral exploration activities will be discouraged on lands having high or medium mineral potential, (e.g. Craig and Tofflemere Townships).
- Exploration activity and the development status of leases will be monitored in the Special Area through appropriate communications with the Ministry of Mines.

## 13. MINERAL AGGREGATES

Mineral aggregate resources in the Special Area may be required to meet long-term regional supply requirements.

#### a. Management Principles

The resource potential for mineral aggregates is to be protected from incompatible land use. This is designed to give maximum future flexibility to supply aggregate from the Special Area in case this resource is required in the long term.

#### b. Strategies

- The development of pits and quarries for mineral aggregate extraction are not permitted in the Special Area during the planning period.

## 14. TOURISM

Trends in tourism indicate that existing commercial tourism in the Special Area can be expected to continue.

Family oriented vacations, outfitting services, and water based recreational trips may have growth potential.

#### a. Management Principles

- Tourism and its related industries, within the Special Area, will continue to contribute to the regional economy provided that:
  - the capacity of the supporting natural resource base is not exceeded; and,
  - opportunities continue to exist for general recreational use by local populations.
- On-site permanent physical development, associated with new commercial tourism ventures, and proposals to alter, relocate, or expand existing commercial operations will be reviewed through the procedures for amending the District Land Use Guidelines. The evaluation criteria will assess, among other matters:
  - the effect on resource capability;
  - the impact on other users; and,
  - the site specific impacts of development.
- District Tourism Strategies, in the Districts where they are being proposed, will be developed in conformity with the direction provided for the Special Area.

#### b. Strategies

- Public information will be made available to identify the commercial operators who provide:
  - transportation and accommodations;
  - equipment and supplies; and,
  - tours and skills development sessions.
- Ongoing consultation with tourist operators will address resource management issues as they arise and will address any concerns before resource management decisions are finalized.
- Dialogue with the Ministry of Tourism and Recreation will:
  - ensure the continued viability of existing operations; and,
  - examine the resource potential to support tourism related activity in the Special Area.

- 
- Discussions will be held with the Ministry of Culture and Communication to determine the need for preservation or restoration of the historic and cultural features identified within the Special Area, and the opportunities available to promote the cultural resources as a tourism attraction.
  - Development proposals will be reviewed based on, but not limited to:
    - identification of need and demand for services and development;
    - assessment of the economic contribution to be derived from the proposal;
    - ability of fish and wildlife resources to support additional use;
    - impact on resource values and specific site development impacts;
    - compatibility with existing uses and users of the Special Area;
    - identification of alternative sites, methods of operation, and design concepts as the basis for comparison and evaluation of the merits of the overall proposal;
    - consideration of land tenure restrictions (e.g. mining claims, leases, and surface rights withdrawal orders); and,
    - impact on the potential for energy production and aggregate extraction.

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## 15. WILDLIFE MANAGEMENT

### a. Management Principles

Optimum social and economic benefits from wildlife viewing, hunting, and trapping will be provided, consistent with the maintenance of healthy wildlife populations.

Specific management guidelines for the protection of wildlife habitat will be used in the preparation of resource management plans affecting the Special Area.

### b. Strategies

- The demand for hunting and wildlife viewing opportunities will be met through the management of target species, and identification and protection of their habitat.
- Rare, threatened, or endangered species and their habitat will be identified and protected through continued application of existing legislation and through the identification of areas of concern.
- Hunters and trappers will be encouraged to observe high ethical standards through training requirements and enforcement of regulations.
- Other resource users will be encouraged to respect the needs of hunters and trappers.



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## APPENDICES

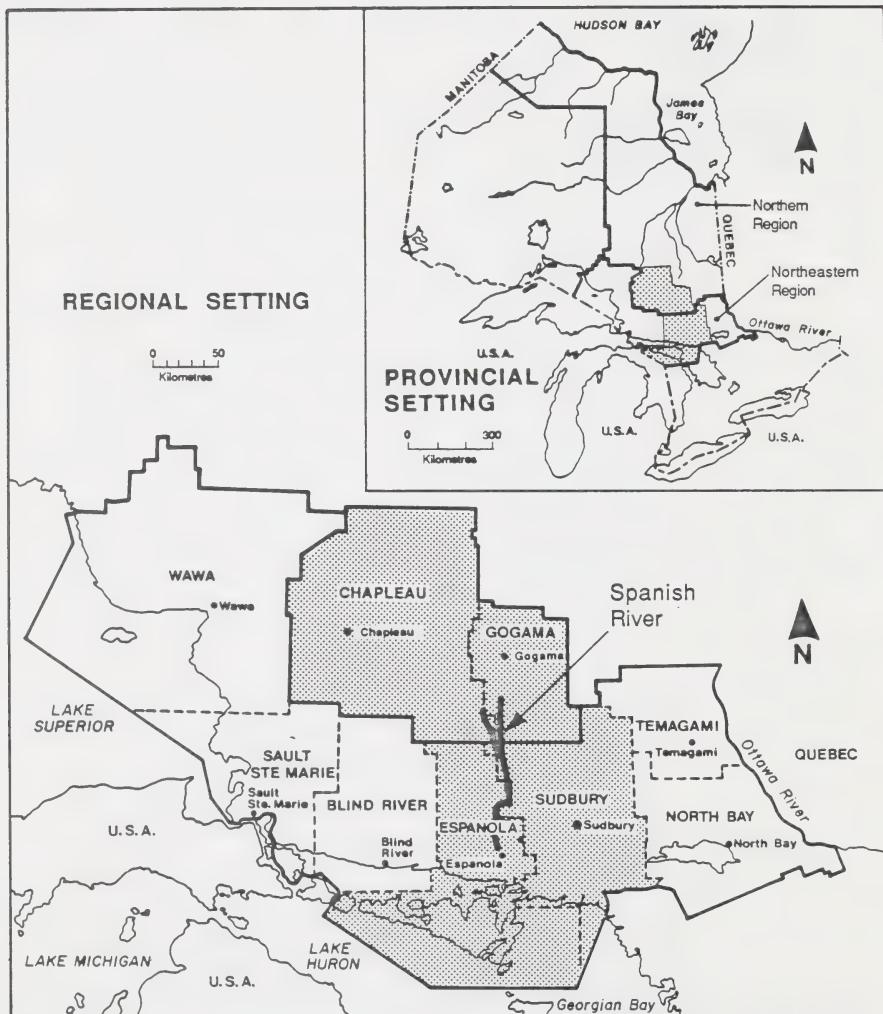
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- A: the planning framework
- B: public consultation
- C: resource management planning
- D: amending district land use guidelines

MAP 1

## PROVINCIAL AND REGIONAL SETTING OF THE SPANISH RIVER SPECIAL AREA

— Provincial Boundary  
--- District Administrative Boundary  
— Northeastern & Northern Administrative Boundaries  
— International Boundary  
■ Districts Containing the Special Area



# A: the planning framework

## 1. PLANNING BACKGROUND

The upper Spanish River was identified as a provincial park candidate in the development of the Northeastern Strategic Land Use Plan, approved in April, 1982. As a result of further assessment it was dropped as a candidate provincial park.

During the public review of the draft District Land Use Guidelines in 1982, the question of park status for the Spanish River was brought forward as an issue. The Provincial Parks Council was asked to study the matter and recommend future management direction, including possible park status for the Spanish River.

The Provincial Parks Council, in 1984, recommended that the Spanish River be treated as a distinct management area in order to establish a cooperative multiple use framework. The purpose of this approach was to realize long term benefits for the people of Ontario from both industrial and recreational use of the land and water base.

The Ministry of Natural Resources responded with full support for this management approach by following the Council's recommendations to foster integrated resource management.

## 2. TERMS OF REFERENCE

The Spanish River Special Area Plan was developed according to the terms of reference, approved in April, 1985. The terms of reference defined the planning area, provided the rationale for the amendment, and outlined its place in the Ministry of Natural Resources' planning hierarchy.

## 3. RELATIONSHIP TO OTHER PLANS

The Spanish River Special Area Plan is an amendment to the respective District Land Use Guidelines. The Plan provides more detail concerning land use direction in the Special Area. It is intended to update the District Land Use Guidelines as they apply to the Spanish River.

There are plans of other government agencies, which also relate to the Special Area. For instance, the Ministry of Municipal Affairs administers a Minister's Zoning Order, enacted under The Planning Act, 1983 to exercise land

use control on private lands in the unorganized territory surrounding the Regional Municipality of Sudbury.

The Minister's Zoning Order affects private land in the Special Area in Moncrieff, Hart, Tofflemire and Venturi Townships. The Ministry of Natural Resources will have regard for established planning regulations as set out in the Zoning Order when considering development applications involving Crown lands.

The Ministry of the Environment is concerned about water quality and pollution abatement on the lower Spanish River. A study was carried out to address low flow augmentation as it relates to water management throughout the Spanish River basin. This study, in particular, and the Ministry of the Environment's general interest in flow management is recognized in this document.

The Ministry of the Environment is also coordinating, with the International Joint Commission, the preparation of a Remedial Action Plan for the lower Spanish River and adjacent waters in the North Channel. The objective of the plan is to identify, through public involvement, any water related resource use conflicts, and to propose remedial action measures. The Remedial Action Plan will complement resource management efforts in the upper Spanish River.

The Ministry of Energy, through, Ontario Hydro, has identified the remaining power potential on the Spanish River as a key resource concern. The importance of the Special Area, as a potential source of renewable energy for the long term, has been considered in the plan.

Lastly, E. B. Eddy Forest Products Limited proposed plans for two river crossings at the same time the Provincial Parks Council was reviewing management options for the upper Spanish River. The Council recommended acceptance of the principle of bridge access across both branches of the river. It also recommended further investigation of a foot bridge across the East Branch.

## 4: PLANNING PROCESS

The planning process commenced in 1985, following a set of planning principles adapted from the Ministry of Natural Resources Guidelines for Land Use Planning. A six stage task network was designed to guide document preparation and to integrate public consultation into the planning process.

This process consisted of:

- Terms of Reference;
- Background Information;
- Program Objectives and Targets;
- Planning Options;
- Draft Plan; and,
- Final Plan.

The terms of reference focused on three elements of the overall planning exercise:

- the Planning Organization to be involved in document preparation and review;
- the Planning Process to be followed; and,
- the Public Consultation Program to ensure proper communication and public involvement.

The Planning Organization was comprised of:

- a Steering Committee consisting of the Northeastern Regional Director and the four District Managers to oversee the preparation of the document;
- a Planning Support Group of Ministry of Natural Resources staff responsible for the preparation of the document;
- a Technical Team of resource people from the Ministry of Natural Resources and other agencies to provide professional expertise and technical support; and,
- a Public Advisory Committee, with representation from the resource industries and interest groups identified by the Provincial Parks Council as having a direct and continuing interest in the Spanish River. Their responsibility was to review, discuss and make recommendations to the Regional Director.

A Background Information Technical Report, prepared in April, 1985, documented past and present land use in the upper Spanish River corridor. The report identified environmental constraints such as sensitive features and areas subject to flooding, and proposed or potential developments to be considered for formulating planning options.

The report was reviewed by all members of the planning organization. As well, the substance of the report was later included in the Planning Options tabloid.

The Program Objectives and Target assessment stage was undertaken by the Planning Support Group in consultation with members of the Technical Team and Public Advisory Committee. At the Planning Options stage, it became apparent that there was little room to develop a range of planning alternatives, while still maintaining the objective of integrated resource management. An internal working document was prepared. As a result, in February, 1986, the Planning Options tabloid was prepared as a single package proposal for public consideration.

Public consultation was an integral part of the planning process, commencing with broad distribution of the Planning Options tabloid to the many groups, government agencies, industries, and individuals from across the Province who had an interest in the Spanish River.

Details of the public consultation program and copies of

all public comments received during the planning process are available for viewing at the District offices in Sudbury, Espanola, Gogama and Chapleau, the Ministry of Natural Resources main office public reading room and the Legislative Library, in Toronto.

Upon consideration of all comments received on the Planning Options tabloid, the Public Advisory Committee recommended that the Spanish River Special Area Plan be prepared for approval by the Regional Director, Northeastern Region and the Regional Director, Northern Region.

## 5. PLANNING OPTIONS

Development of planning options for the Spanish River Special Area was guided by earlier studies and plans. The Provincial Parks Council considered a variety of management options for the Spanish River. These ranged from exclusive use as a park, multiple-use without any special distinction from the surrounding territory, to multiple-use as a distinct and separate management area. The Provincial Parks Council concluded that the Ministry of Natural Resources should establish a framework to direct management for the mutual benefit of all resource users, in an integrated resource management setting.

One package of planning options was developed for the Special Area to indicate the range of uses for the available land and water resources, and the resource management direction to achieve the program objectives and targets.

The planning options for the Spanish River Special Area contained management principles and action strategies, which refined the application of program objectives and targets within the Special Area, at a more detailed level of management direction than originally contained in the District Land Use Guidelines.

The planning options package was presented to the public as a recommended course of action concerning land use on the Spanish River. As a comprehensive proposal, it contained both policy direction and guidelines for land use. The intent to foster integrated resource management was clearly stated as the preferred course of action.

## 6. RESPONSE TO PLANNING OPTIONS

The purpose of public consultation was to develop land use guidelines to best serve the public. The objectives were to inform the public; present the planning options for the Spanish River Special Area; and, to receive input that would contribute to a document prepared in the public interest.

The Spanish River Special Area Planning Options tabloid, published in February 1986, was the key vehicle through which the public consultation objectives were met.

A mailing list was developed from the list of groups and

individuals who responded to the District Land Use Guidelines exercise, the Parks Council study and the public notices in July, 1985 and February, 1986. In total, over 600 Planning Options tabloids were distributed for public review and comment.

In February and March, 1986 a series of three open houses were held in Espanola, Sudbury and Toronto to explain the Planning Options. Total Attendance at the open houses was 154. A total of 66 responses were received in the form of comment sheets, written submissions and results of a survey of interest group members.

Most responses came from southern Ontario residents, with limited representation from government agencies, resource industries, and special interest groups, mainly at regional and provincial levels. Because these respondents had a direct stake in the outcome of the planning exercise, their participation had been targeted and encouraged. This input was recorded, analyzed and evaluated to identify issues and concerns. A summary of public comments was distributed to the mailing list in June, 1986.

Additional details on the public consultation program can be found in Appendix B.

Briefly, the changes requested by the respondents included:

- adjusting the list of water management priorities with more attention paid to water management problems;
- more restrictions on road access;
- more specific identification of areas of concern for future timber management activities;
- more definitive statement on the prohibition of dam development for hydro-electric power generation;
- no timber harvesting to occur within the Special Area;
- no mining to occur within the Special Area;
- more restrictions on commercial tourism development; and,
- a permanent-type bridge structure instead of a Bailey bridge across the East Branch.

This public input was considered in preparation of the final document. Revisions were made to specifically address public concerns on such topics as: access roads, hydroelectric dams, permanent development associated with new commercial tourism ventures, and the expansion of existing facilities.

Greater detail and more specific direction was provided on such policies as Water Management and Areas of Concern.

On the other hand, a prohibition of timber harvesting within the Special Area was viewed not to be in the public interest. In planning for multiple use of the river, managing the forest resource base to accommodate discrete resource extraction is appropriate. The strategies, contained herein, will ensure adequate protection of other resource values.

The Mining Act allows for development to legally

proceed on lands where claims have been staked or where mining leases have been granted. The Special Area Plan cannot override these statutory provisions.

Careful consideration was given to the question of bridges. The Special Area Plan establishes the principle that two bridge structures may be built at two specific locations. Such factors as the confirmation of the need for the bridges, timing of construction, design specifics, restrictions on access, and use will be determined through the more detailed timber management planning process.

## 7. TARGET ASSIGNMENT

As a preliminary step in the development of planning options, an in-depth study of the natural resource program objectives and targets was carried out. This analysis served:

- to determine the applicability of the individual resource program objectives within the Special Area;
- to evaluate the capability of the resource base in the Special Area to support various land use activities;
- to allow for a contribution to meet program targets at the District level;
- to identify potential land use conflicts; and,
- to establish program requirements to be assessed during the development of the planning options.

The Special Area is expected to make a contribution towards target achievement for the recognized individual resource programs. Program targets have not been further refined to quantify the extent of this contribution; however, consideration was given to resource potential for individual land use activities. As well, potential land use conflicts and constraints were examined. Policies and land use guidelines have been developed to ensure that integration of land use activities can occur.

# B: public consultation

## 1. INTRODUCTION

The public consultation program summarized here, has been integral to the preparation of the Spanish River Special Area Amendment to the District Land Use Guidelines. This summary indicates how the public has

been involved including the response to the presentation of Planning Options for the Spanish River Special Area.

## 2. PROGRAM HIGHLIGHTS

DATE	ITEM	REMARKS
July 10/85	First Notice mailed out	Total = 325
July 14/85	First Notice advertisements	Total = 6 English 2 French
Feb. 13/86	Open House Notice sent to local media outlets	Total = 21 print radio T.V.
Feb. 15/86	Open House advertisements	Total = 7 English
Feb. 19/86		2 French
Feb. 20/86		
Feb. 21/86	Mail-out of Planning Options tabloid documents	Total = 365
Feb. 24 - Mar. 27/86	Tabloids distributed through the District Offices	Total = 55
Feb. 24, 25 & Mar. 5/86	Tabloids distributed at the Open Houses	Total = 115
Feb. 24 - Mar. 17/86	Additional tabloids mailed out	Total = 85

TOTAL NUMBER OF SPANISH RIVER TABLOIDS DISTRIBUTED = 620

DATE	ITEM	REMARKS
Feb. 24/86	Espanola Open House	Total = 23
Feb. 25/86	Sudbury Open House	Total = 67
Mar. 5/86	Toronto Open House	Total = 64
<b>TOTAL REGISTERED OPEN HOUSE ATTENDANCE = 154</b>		
June 12/86	Public Consultation Summary	Total = 225

### 3. PUBLIC INPUT

Each piece of public input (letter, comment sheet, survey questionnaire) was analysed to determine who was responding and what was being said.

Table A-1 lists the origin and affiliation of those persons and groups who provided input in response to the Planning Options tabloid document and the Open House displays.

Seasonal and local residents were defined as those who resided temporarily or on a permanent basis within or in close proximity to the Special Area. Regional residents were those people who lived in the area covered by the four MNR Districts of Chapleau, Gogama, Espanola, and Sudbury. The Provincial category covered the remainder of the respondents.

In total, 66 written submissions, 36 comment sheets, and 30 letters were submitted. One of the letters was a tabulation of a regional Anglers and Hunters membership survey. The questionnaire results were given separate treatment in the public input analysis.

Prior to the release of the Planning Options tabloid, four letters and three telephone calls were received from groups and individuals expressing some concerns. These concerns were addressed in developing the Planning Options and in conducting the public consultation program. Also, numerous requests were received for inclusion on the mailing list, or for information about the planning exercise.

**TABLE A-1 ORIGIN AND AFFILIATION OF RESPONDENTS**

ORIGIN	LOCAL	SEASONAL	REGIONAL	PROVINCIAL	UNKNOWN	TOTAL
AFFILIATION						
INDIVIDUALS	1	3	14	25	4	47
GOVERNMENT						
AGENCIES			2	3		5
MUNICIPAL			1			1
TOURIST						
INDUSTRY		3				3
MINING						
INDUSTRY				2		2
TIMBER						
INDUSTRY			1			1
ANGLERS/						
HUNTERS			2	1		3
PARKS/						
ENV.					3	3
NATIVE			1			1
TOTAL	1	6	21	34	4	66

#### 4. PUBLIC RESPONSE

Table A-2 provides a summary of the public response.

**TABLE A-2 PUBLIC RESPONSE TO PLANNING OPTIONS**

CATEGORY	PUBLIC RESPONSE	COMMENTS/REMARKS
LAND USE INTENT	- general support	- recognition as a Special Area for multiple use is viewed favorably
LAND USE	- general support	- the list of activities considered acceptable or unacceptable is comprehensive
ENVIRONMENT	- general support	- some felt environmental protection and multiple use are at odds with each other
LOCAL AND TRADITIONAL USERS	- general support	- involvement of these people in the planning process and concern for their needs and wishes is necessary
LAND MANAGEMENT	- general support	- development must be limited along the river corridor
WATER MANAGEMENT	- qualified support	- different management priorities identified by some
ACCESS ROADS	- qualified support	- access restrictions must be put in place and enforced
AREAS OF CONCERN	- mixed reaction	- many simply said yes, while those opposed did not want any timber harvested in the Special Area
ENERGY RESOURCES	-mixed reaction	- many agreed that the energy potential should be protected, while those opposed were against further development of dams

**TABLE A-2 CONTINUED**

CATEGORY	PUBLIC RESPONSE	COMMENTS/REMARKS
WATER-BASED RECREATION	- general support	- continued use as presently experienced
CROWN LAND CAMPING	- general support	- desire expressed for unstructured camping with users responsible for their actions
FISHERIES MANAGEMENT	- general support	- opportunities identified for fisheries management work
TIMBER MANAGEMENT	- mixed reaction	- many recognized a need to manage the timber resource for socio-economic benefits, provided there are proper controls, while a significant number wanted no cutting under any circumstances
MINERAL MANAGEMENT	- mixed reaction	- many supported mineral exploration activity but concern was expressed about mine development
MINERAL AGGREGATE	- general support	- those opposed did not want to protect the resources for the future
TOURISM	- general support	- some criticized the industry, while others noted the economic contribution being made and the importance of the resource base
WILDLIFE MANAGEMENT	- general support	- wildlife viewing important activity, hunting is considered appropriate, while there were few comments on trapping
RIVER CROSSINGS	- mixed reaction	- substantial recognition of (general) the need to access timber while still protecting other users
WEST CROSSING	- qualified support	- location and type of structure are suitable; however, need to restrict access
EAST CROSSING	- limited support	- many requested a permanent structure saying the temporary bridge is not practical, nor does it lessen impact if user restrictions are in place
PLAN IMPLEMENTATION	- general support	- there is widespread support for the cooperative approach to plan implementation, but a degree of mistrust of big government and big business was expressed

The complete Technical Report on the public consultation program is available for review at the MNR District offices in Espanola, Chapleau, Gogama, and Sudbury. Copies of the Technical Report can also be reviewed in Toronto at the Ministry of Natural Resources Library.

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## **5. PUBLIC ADVISORY COMMITTEE**

A Public Advisory Committee was formed at the beginning of the planning process. The Committee was a group of public volunteers, acting as a team, who collectively represented the main user groups who have a direct and continuing interest in the management of the Spanish River.

The purpose of the Committee was to advise the Regional Director, Northeastern Region, having due regard for local, regional, and provincial factors affecting harmonious multiple-use of the Spanish River.

The Committee has actively participated throughout the planning process, commencing at the preparation of the Terms of Reference, determination of program Objectives and Targets, development of Planning Options, through to making recommendations on the final document, the Spanish River Special Area Plan. Sincere gratitude and appreciation is extended to the members of the Committee, whose advice and assistance throughout the process, has been invaluable:

The Late Mr. Syl Allain (deceased)  
E.B. Eddy Forest Products Ltd.

Mr. Gerry Courtemanche  
Ontario Federation of Hunters and Anglers

Mr. Harold Dicken  
Northern Ontario Tourist Outfitters Association

Ms. Patricia Hennessy  
Canoe Ontario

Mr. Frank Mariotti  
Federation of Ontario Naturalists

Mr. Andy Schell  
INCO Limited

Mr. John Tymchuk  
Ontario Trappers Association

**Future Role:**  
As the need arises, a new Public Advisory Committee will be formed by the Ministry as part of the public involvement programs for matters affecting the Special Area. For example, the Committee will be reconvened to review logging in the Special Area. See Part II, D, 8. Representation on the Committee will be invited from the following interest groups: Northern Ontario Tourist Outfitters; Ontario Trappers Association; E.B.Eddy Forest Products Ltd; INCO Ltd; Canoe Ontario; Federation of Ontario Naturalists; and, the Ontario Federation of Anglers and Hunters. The Committee will make recommendations to the Ministry of Natural Resources having regard for the planning intent, land use, and resource management guidelines established for the Spanish River Special Area.

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# C: resource management planning

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The following is a list of the types of approved or proposed resource management plans, which may affect the Spanish River Special Area.

TABLE B-1 RESOURCE MANAGEMENT PLANS

DISTRICT/REGION	RESOURCE MANAGEMENT PLAN	IMPORTANCE TO SPECIAL AREA
Espanola	Lower Spanish Forest Timber Management Plan	- timber harvesting activity and treatment of areas of concern south of The Forks
Gogama/NR	Upper Spanish Forest Timber Management Plan	- timber harvesting activity and treatment of areas of concern north of The Forks
Espanola/NER	Espanola District Fisheries Management Plan	- lead District for fisheries management for tributary streams feeding in from the west, and the section downstream from the Graveyard Rapids
Sudbury/NER	Sudbury District Fisheries Management Plan	- lead District for fisheries management for tributary streams feeding in from the east, Pogamasing Lake, and Fox Lake areas
Chapleau/NR	Chapleau District Fisheries Management Plan	- lead District for fisheries management in the Special Area on the West Branch and part of the East Branch
Gogama/NR	Gogama District Fisheries Management Plan	- lead District for fisheries management in the Special Area on the East Branch
Northeastern Region	Spanish River Basin Water Management Plan	- to address water management in the Spanish River basin

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# MINISTRY OF NATURAL RESOURCES<sup>1</sup>

## STATEMENT OF PHILOSOPHY

### ON INTEGRATED RESOURCE MANAGEMENT

Excerpt from "A" Framework for Resource Management Planning in the Ministry of Natural Resources<sup>2</sup>

#### 1. DEFINITION

Integrated resource management (IRM) is the coordination of resource management programs and activities so that long-term benefits are optimized and conflicts between programs are minimized. (Benefits are defined by corporately-approved program targets and by District Land Use Guidelines).

IRM is the main corporate philosophy to be used by MNR staff to achieve Ministry goals, objectives and targets. IRM is not an end in itself, but a means of achieving results.

#### 2. PRINCIPLES

- i All components of the Ministry's management system must operate using the integrated resource management approach and must be assessed continually to improve individual components and the linkages between components. The IRM approach applies to all areas, including policy development, land use and resource planning, work planning and operations.
- ii The onus is on individual staff to contribute actively to the achievement of all ministry programs, whenever this is possible. It is through an understanding of the inter-relationships between programs, and by contributing wherever possible, that every staff member can help to resolve program conflicts before they occur, and to increase the benefits of our programs to the people of the Province.
- iii In most cases, the multiple use of resources will be MNR's desired direction since it is the best approach to optimizing the benefits and minimizing conflicts. However, in some specific cases, or for certain periods of time, a single use can be the best approach to satisfy these two criteria. Multiple use may be thought of as (1) concurrent use, or more than one use occurring on the same site at the same time, and (2) sequential use, or one use occurring after another on the same site in a planned sequence.
- iv Natural and human resources should be blended together in a way that will yield the optimum combination of benefits. The District Land Use Guidelines identify program targets and general directions which constitute the benefits that MNR seeks to attain. Ministry staff must strive to use all the resources available in an efficient and effective combination.
- v Ministry staff must continually strive to maintain open and effective communications within our ministry and with outside agencies, interest groups, and the public. If we can establish and maintain open communication between programs and across the different levels of the ministry, we will find it much easier to work in an integrated resource management fashion. External communications are integral to maintaining an informed and effective system of decision-making. Good external communications will also help to keep us abreast of outside interests and viewpoints. Through open communications--both internally and externally--we can work together to make integrated resource management a reality.
- vi The ministry must have regard for both the individual and combined consequences of its policies, plans, and programs. We must take into account the combinations of social, economic and environmental impacts of all our activities (these impacts may be short-term, long-term, positive or negative).

#### 3. EXPECTATIONS FROM MNR STAFF

- i The key to success is for every individual MNR staff member to adopt a positive attitude and commitment to IRM.
- ii The effectiveness of IRM also depends on all staff developing a good knowledge and awareness of how it can be achieved. All staff must make special efforts to understand the basic elements of all MNR programs, and the effects of MNR activities on the social and economic well-being of the people of Ontario.

Examples of how we can achieve this include: working in inter-disciplinary teams; increased and diversified training; and job crossovers.

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- iii The most obvious opportunity to apply the IRM approach is in the day-to-day activities of field staff. However, main office staff must also apply the philosophy of IRM in their functions if the concept is to be effective through the ministry. In developing MNR policies, procedures, and training courses, all staff must adhere to the philosophy of IRM, and ensure that any directives being developed assist field staff in their attempts to achieve integration.
  - iv MNR managers will play a pivotal role in helping their staff to achieve positive attitudes, knowledge and awareness of IRM by: setting the example themselves; demonstrating the values of the IRM approach; adopting and encouraging a team approach to decision-making; and encouraging their staff to take advantage of job crossovers and training opportunities.

Released: 1985 02 07

# D: amending district land use guidelines

The following is a summary of the steps involved in the procedure for amending District Land Use Guidelines. The complete procedure is contained in the document entitled Policy and Procedure Directives, Policy and Planning Secretariat, Ministry of Natural Resources.

## 1. INITIATION AND DOCUMENTATION

Anyone can request an amendment to the District Land Use Guidelines. Requests will be processed by the local District office of the Ministry of Natural Resources.

All amendments will be documented according to the appropriate Ministry directives, and forwarded from the office handling the amendment to the other affected District and Regional offices in the Special Area.

It must be emphasized that a request for an amendment or adherence to the amendment procedure, will not necessarily result in approval to revise the District Land Use Guidelines or to proceed with a development proposal.

## 2. JUSTIFICATION AND ASSESSMENT

The initiator of an amendment must indicate why the change is required. In the case of public requests for amendment, Ministry staff will assist with completion of the necessary documentation.

In every instance, the need for the amendment must be developed by documenting:

- the rationale for the change; WHY
- the proponent; WHO
- anticipated impact on program objectives and targets, or other parties; EFFECT
- implications for the general public, local and traditional users; CONCERNS
- possible mitigation measures; and, MITIGATION
- the substance and form of the amendment would change the District Land Use Guidelines.

This information will be used to decide whether or not to proceed with the amendment. The range of possible decisions are as follows:

- the proposed amendment is considered to be unnecessary or inappropriate; in which case, the request would be denied;

- the proposed amendment is minor and should be processed in concert with a group of other minor amendments or delayed until a comprehensive review of the Guidelines is carried out; or,
- the proposed amendment is major and the appropriate procedure is to be followed.

Criteria to assist in the major/minor determination is contained in Ministry directives. In most cases the respective District Managers will be able to decide on the proper response to an amendment request.

In situations where the proposed change affects more than one District, or the Region is acting as proponent, the Regional Director may make the decision.

Proposed amendments considered by a District manager to be major will be confirmed with the Regional Director, prior to any action being taken.

## 3. PUBLIC INVOLVEMENT

Public involvement requirements are the prime consideration when assessing a request for an amendment to the District Land Use Guidelines. In the case of minor revisions, the District Manager will determine the parties directly affected by, or interested in, the proposal. The proposal will be discussed with those parties. Their response may indicate that the proposal is in fact of major significance and should be treated accordingly.

In the case of major revisions, the District Manager, in consultation with the Regional Director, will decide on the type of public notice and the nature of public involvement.

The public response will be appropriately documented and summarized.

## 4. EVALUATION AND DISPOSITION

All amendments, both major and minor, must be circulated to all District program supervisors prior to approval by the District Manager. For minor amendments, further circulation, prior to final approval by the Regional Director, is at the discretion of the Regional Director.

Major amendments must also be circulated to the Regional program coordinators, prior to approval by the District Manager. Prior to final approval, the Regional

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Director will also circulate the amendment to those Main Office groups affected directly or indirectly by the proposal.

Preparation of the final version of the amendment will take into consideration the comments received from the public and internal circulation.

Final disposition will be either rejection or approval. In rejecting an amendment request, the documentation requirements must still be fulfilled. The rationale for rejection is to be supplied and the decision to reject must receive the necessary approvals.

Once a District Manager has approved an amendment it will be forwarded to the Regional Director for final approval. Certain proposed changes concerning land use intent, boundaries, or a significant change in permitted uses, (e.g. additional water crossings, mine development, or dam development) may also require the approval of the Deputy Minister.

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## **5. NOTIFICATION OF AFFECTED OR INTERESTED PARTIES**

Upon rejection or final approval, a copy of the approved documentation will be forwarded to all parties who responded during the public involvement phase.

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## **6. RECORD OF OFFICIAL CHANGE TO THE DISTRICT LAND USE GUIDELINES**

Upon final approval of the amendment, three official copies of the affected District Land Use Guidelines will be amended.

The four Districts and two Regions will each retain a copy of the Guideline that is considered to be the official copy available for public review and each approved amendment will be filed with that copy.

A third official copy, and subsequent approved amendments, will be retained in the Planning and Environmental Assessment Branch for the use of the Main Office of the Ministry of Natural Resources.



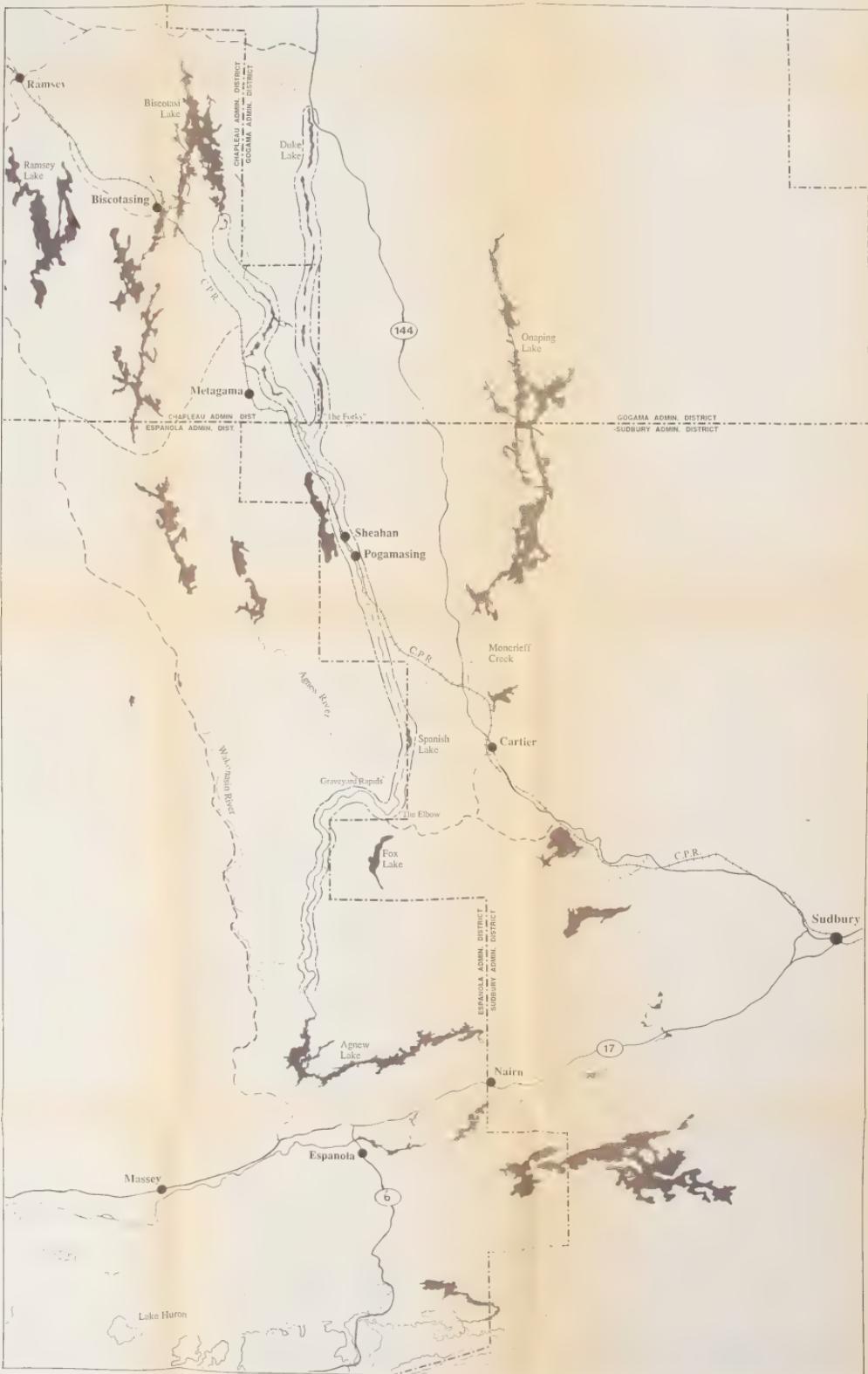
# THE SPANISH RIVER SPECIAL AREA

## District Setting



## LEGEND

- Major Highway
- Railroad
- Resource Access Road
- Special Area Boundary
- Administrative District Boundary



# Map #2

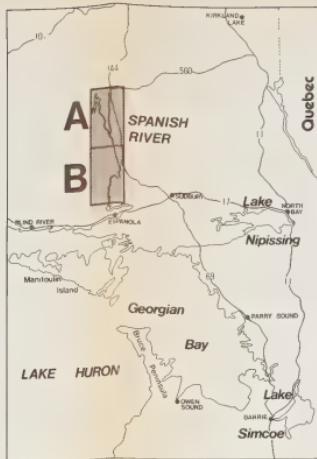
# RIVER AREA

## LEGEND

-  Major Highway
-  Railroad
-  Resource Access Road
-  Special Area Boundary
-  Administrative District Boundary

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# THE SPANISH RIVER SPECIAL AREA



## LEGEND

### PROPOSED DEVELOPMENT

- River Crossings
  - 1. West Branch
  - 2. East Branch

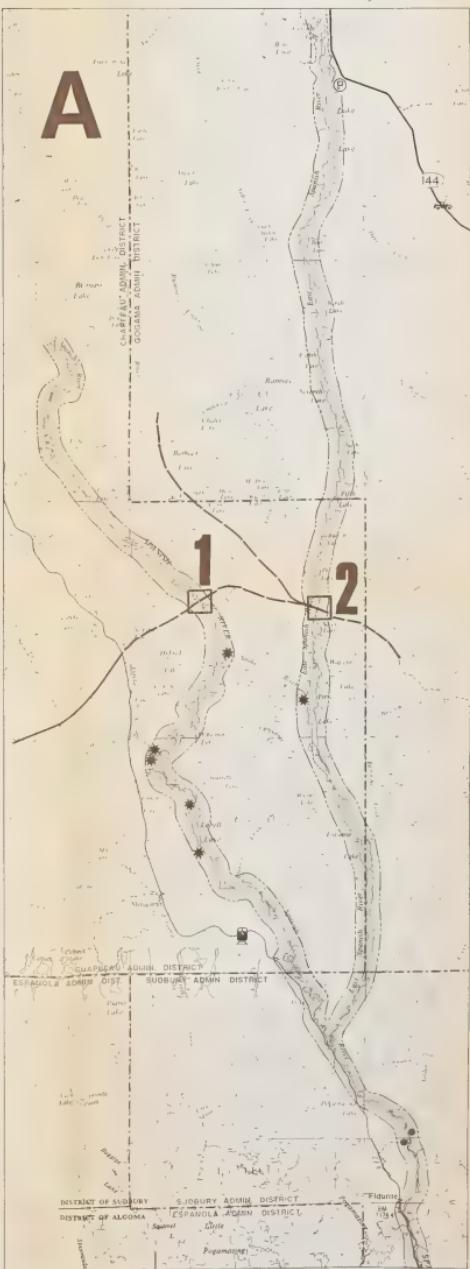
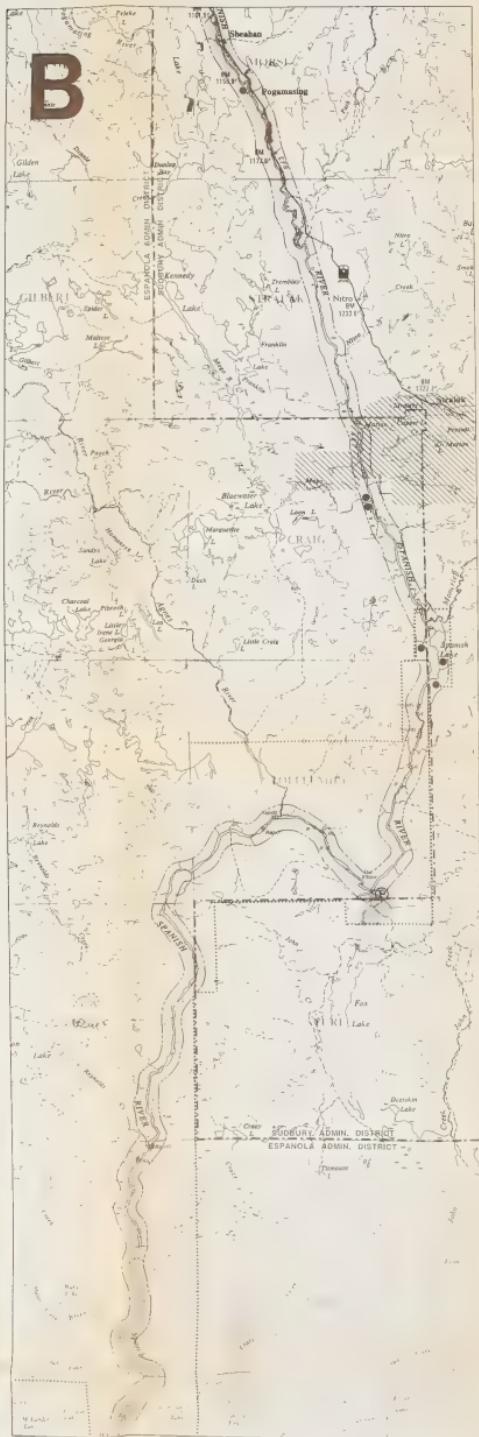
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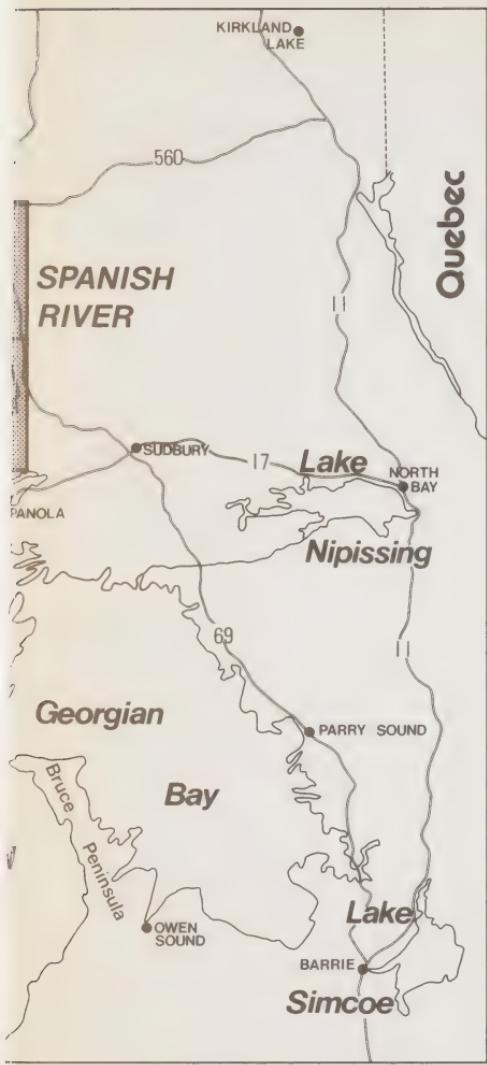


### EXISTING DEVELOPMENT

- Tourist Outposts
- Private Huntcamps
- Mining Claims
- Mining Lease
- Surface Rights Withdrawal

- Resource Access Road
- Access Points (Parking)
- Special Area Boundary
- Administrative District Boundary

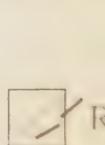
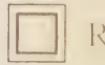




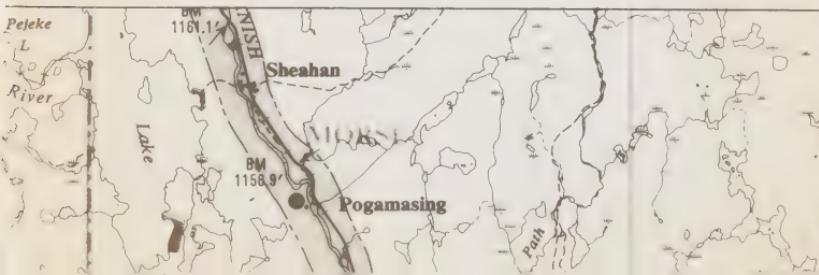
# THE SPANISH RIVER

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ISBN 0-7729-2873-8